

Message Text

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ACTION EB-07

INFO OCT-01 EUR-12 ISO-00 SS-15 NSC-05 L-03 H-01
NSCE-00 INRE-00 CAB-02 CIAE-00 COME-00 DODE-00
DOTE-00 INR-07 NSAE-00 EPG-02 FAA-00 SSO-00 VO-03
SCA-01 TRSE-00 IO-13 /072 W
-----281753Z 118506 /40

O 281715Z MAY 77

FM AMEMBASSY OTTAWA

TO SECSTATE WASHDC IMMEDIATE 3614

AMEMBASSY LONDON IMMEDIATE

INFO AMCONSUL MONTREAL

C O N F I D E N T I A L SECTION 01 OF 02 OTTAWA 04431

E.O. 11652: GDS

TAGS: EAIR, UK, CA

SUBJECT: CIVAIR: US-UK CIVAIR NEGOTIATIONS -CANADIAN
CONNECTION

REF: (A) STATE 120978, (B) STATE 122295, (C) LONDON 8841

1. SUMMARY: EMBASSY HAS APPROACHED GOC AS INSTRUCTED
REFTELS. GOC EMPHASIZES DESIRE TO BEHAVE SCRUPULOUSLY
TOWARD BOTH PARTIES AND AVOID GETTING IN MIDDLE OF
DISPUTE. IT WILL GRANT BRITISH NO SPECIAL RIGHTS BUT
IT HAS NO BASIS FOR QUESTIONING INCREASED TRAFFIC FLOWS
IN PRINCIPLE. GOC WILL OPERATE IN FRAMEWORK OF US/CANADA
BILATERAL, ASSURE MAXIMUM OPPORTUNITY FOR U.S. CARRIERS
TO SHARE IN ANY INCREASED CROSS-BORDER TRAFFIC, AND
WILL MONITOR SITUATION CLOSELY, PARTICULARLY WITH RESPECT
TO PRE-CLEARANCE PROBLEMS AND "SIXTH FREEDOM"
ADVERTISING. END SUMMARY.

2. AT SUGGESTION OF EXTAFF (IN ABSENCE OF ALL OF EXTAFF'S
CIVAIR EXPERTS ON LEAVE OR ABROAD) ECON COUNSELOR MET
MAY 27 WITH RAY YANG, DIRECTOR, INTERNATIONAL AIR POLICY,
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MINISTRY OF TRANSPORT, AND HIS DEPUTY ED BURWASH FOR
DISCUSSION IMPLICATIONS OF CESSATION DIRECT UK-US AIR
SERVICE. ECON COUNSELOR MADE POINTS PARA 3 REF A AND
PARA 2 REF B, NOTING THAT USG IS CONCERNED (A) IN
GENERAL TERMS ABOUT POSSIBILITY THAT CANADIAN ACTIONS
TO DEAL WITH TRAFFIC DIVERSION MIGHT BE PERCEIVED AS
ASSISTANCE TO UK AT EXPENSE OF U.S. AND (B) ABOUT IMPACT

OF INCREASED TRAFFIC VOLUME ON EFFICIENT OPERATION OF
PRECLEARANCE SERVICE.

3. MOT OFFICIALS SAID THEY HAD MET WITH BRITISH
OFFICIALS APRIL 27, AT UK INITIATIVE, FOR PRELIMINARY
DISCUSSION OF BRITISH CONTINGENCY PLANS. BRITISH HAD
INDICATED THAT, IF DIRECT UK-US SERVICE SHOULD BE
SUSPENDED, THEY WOULD PLAN TO BRING PASSENGERS INTO CANADA
FOR ONWARD MOVEMENT TO U.S. BRITISH SAID THEY WERE
PARTICULARLY CONCERNED ABOUT MEETING COMMITMENTS TO
TOURIST-TYPE PASSENGERS DURING SUMMER MONTHS. THEY HAD
NO ESTIMATES OF TRAFFIC VOLUME, HOWEVER, AND HAVE NOT YET
RESPONDED TO CANADIAN REQUESTS FOR DATA.

4. MOT OFFICIALS SAID CANADA HAS FRIENDLY AVIATION
RELATIONS WITH BOTH U.S. AND UK AND WANTS TO KEEP IT
THAT WAY. GOC WILL NOT GRANT BRITISH ANY SPECIAL RIGHTS
(E.G. NEW LANDING POINTS) AND INTENDS TO OPERATE
STRICTLY WITHIN FRAMEWORK OF U.S./CANADA BILATERAL BUT
SINCE THIS IS COMPLETE BERMUDA AGREEMENT THERE WOULD BE
NO REASON TO QUESTION INCREASED TRAFFIC FLOWS EXCEPT IN
MOST UNUSUAL CIRCUMSTANCES. GOC INTENDS TO PROVIDE
MAXIMUM OPPORTUNITY FOR U.S. CARRIERS TO SHARE IN ANY
INCREASED CROSS-BORDER TRAFFIC AND HAS WARNED AIR CANADA
"NOT TO TRY TO HOG THIS TRAFFIC." GOC ALSO INTENDS
TO MONITOR CARRIERS' ADVERTISING AND IN ACCORDANCE WITH
ARTICLE 3(D) OF 1966 BILATERAL DISCOURAGE ADVERTISING
OF "SIXTH FREEDOM" SERVICES.

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5. MOT OFFICIALS ESTIMATE THAT DIVERTED TRAFFIC WILL
COME INTO MONTREAL AND TORONTO AT ABOUT 3:1 RATIO.
MIRABEL CAN CERTAINLY HANDLE ANY FORESEEABLE TRAFFIC
INCREASE AND THEY BELIEVE DORVAL CAN ALSO ABSORB EXTRA
TRAFFIC. THEY HAVE POINTED OUT TO BRITISH PROBLEM OF
GROUND TRANSPORTATION FROM MIRABEL TO DORVAL AND FACT
THAT IN BEST OF CIRCUMSTANCES PASSENGERS WILL BE GREATLY
INCONVENIENCED. (IN THIS CONTEXT, YANG SAID HE UNDER-
STANDS U.S. CARRIERS INTEND TO CARRY BRITISH TRAFFIC
THROUGH EUROPEAN GATEWAYS -- FRANKFURT, ZURICH, ETC. --
DIRECTLY TO AND FROM NEW YORK; HE THINKS BULK OF
PASSENGERS WILL OPT FOR THOSE ROUTES RATHER THAN ENTERING
NORTH AMERICA VIA CANADA.) TORONTO IS DIFFERENT
SITUATION BECAUSE AIRPORT IS ALREADY CONGESTED. BRITISH
HAVE EXPRESSED INTEREST IN ROUTING CHICAGO AND DETROIT
PASSENGERS THROUGH TORONTO AND GOC HAS ADVISED THEM
THAT IF THEY INTEND TO OPERATE EXTRA SECTIONS, THESE
SHOULD BE SCHEDULED IN LIMITED PERIOD WHERE THERE IS
PRESENTLY SOME SLACK (ROUGHLY 11 A.M. TO 1:30 P.M.) SO AS

TO AVOID OVERLOADING FACILITIES INCLUDING BAGGAGE
HANDLING AND PRE-CLEARANCE.

6. MOT OFFICIALS EXPRESSED ACUTE AWARENESS OF POTENTIAL
PROBLEM WITH PRE-CLEARANCE. YANG NOTED THAT HE HAS BEEN
GOC SPOKESMAN AT NUMBER OF BILATERAL MEETINGS RELATING TO
STAFFING OF FACILITIES, OVERTIME, ETC. HOWEVER, GOC HAS
NO DATA TO SUGGEST PROBLEM WILL NOT BE UNMANAGEABLE; MUCH
WILL DEPEND ON ACTUAL AMOUNT OF TRAFFIC, HOURS OF FLIGHTS,
ETC. AIR TRANSPORT ADMINISTRATION OFFICIALS WILL BE

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ACTION EUR-12

INFO OCT-01 ISO-00 EB-07 SS-15 NSC-05 L-03 H-01
NSCE-00 INRE-00 CAB-02 CIAE-00 COME-00 DODE-00
DOTE-00 INR-07 NSAE-00 EPG-02 FAA-00 SSO-00 IO-13
VO-03 SCA-01 TRSE-00 /072 W
-----281753Z 118542 /47

O 281715Z MAY 77

FM AMEMBASSY OTTAWA

TO SECSTATE WASHDC IMMEDIATE 3615

AMEMBASSY LONDON IMMEDIATE

INFO AMCONSUL MONTREAL

C O N F I D E N T I A L SECTION 02 OF 02 OTTAWA 04431

WATCHING THIS CLOSELY AND WILL BE IN TOUCH WITH U.S.
INSPECTION TEAMS. CANADIAN INSPECTION SERVICES HAVE ALSO
BEEN ALERTED AND ASKED TO CONSIDER WHAT PROBLEMS THEY MAY
FACE IN EVENT OF LARGE-SCALE TRAFFIC DIVERSION.

7. AT CONCLUSION OF DISCUSSION YANG SAID GOC MUST DO ITS
BEST TO MEET OBLIGATIONS TO TRAVELING PUBLIC BUT DOES NOT
WANT TO BE CAUGHT IN MIDDLE OF US-UK DISPUTE. HE
REITERATED THAT GOC WILL BE SCRUPULOUS IN OPERATING
WITHIN FRAMEWORK OF BILATERAL AGREEMENT. GOC WOULD BE
HAPPY TO CONSULT FURTHER WITH USG AT ANY TIME ABOUT
THESE QUESTIONS. YANG EXPRESSED SOME DISAPPOINTMENT THAT,
DESPITE NUMEROUS RECENT CONTACTS WITH USG OFFICIALS AT
ICAO MEETINGS AND ELSEWHERE, USG HAD NOT PREVIOUSLY
RAISED THESE QUESTIONS WITH GOC.

8. COMMENT: GOC PROFESSION OF NEUTRALITY AND INTENT

TO ADHERE TO EXISTING AGREEMENTS NOT SURPRISING. WHILE
EMBASSY BELIEVES IT WILL BE HARD TO PERSUADE GOC TO SAY
ANYTHING MORE THAN THIS UNLESS AND UNTIL HARD DATA OR
CIRCUMSTANCES SHOW THERE ARE DIFFICULT PRACTICAL PROBLEMS
TO BE RESOLVED, IT SHOULD NEVERTHELESS BE USEFUL TO KEEP
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OUR CONCERNS BEFORE GOC OFFICIALS. BRITISH WILL
UNDOUBTEDLY BE PROMOTING THEIR OWN INTERESTS WITH GOC.
EMBASSY WILL MONITOR SITUATION HERE AND ENCOURAGE
DEPARTMENT AND USDEL TO DEVELOP ADDITIONAL TALKING POINTS
FOR OUR USE. ENDERS

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Message Attributes

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Copy: SINGLE
Sent Date: 28-May-1977 12:00:00 am
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Disposition Approved on Date:
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